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LIBRARY SCIENCE  
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# MINNESOTA LIBRARIES



## OPERATING MANUAL for

### THE MINNESOTA PLAN under THE LIBRARY SERVICES ACT

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# Introduction

Minnesota has now completed its first year of operation of the state program under the Library Services Act. The first year was a short one, since the U. S. Office of Education was not ready to begin its operations under the Act until late in the Autumn of 1956. In order to begin a program of this magnitude it was necessary for the Office of Education to strengthen and enlarge its Library Services Branch and at the same time prepare the regulations and forms necessary for sound administration.

In exactly the same way, the Library Division of the Minnesota Department of Education needed to be strengthened; and although the Minnesota Library Association had given serious attention for a number of years to the principles and goals of the proposed Minnesota program to be carried out under such an Act, there were many details of operation which had to be planned before such a program could get under way. There was also the problem of how the federal matching requirement would be met.

In October 1956, Mr. Smith and Miss Mayne represented the Library Division at a conference in Kansas City called by the Library Services Branch of the Office of Education for the purpose of explaining and clarifying the regulations, operational details and forms for qualifying and participating in the rural public library aid program established by the Act.

At this meeting it became clear to the Minnesota delegation that the state would have to submit its plan almost immediately if funds available to the Library Division for extension purposes were to be sufficient to qualify the state for the minimum \$40,000 grant. The Minnesota State Plan for Further Extension of Public Library Services to Rural Areas was accordingly prepared by the Division in time to be approved by the Board of Education at its meeting early in November. This Plan was accepted and approved by the U. S. Commissioner of Education with the effective date of November 9, 1956. The check for the first year grant of \$40,000 was received in February. Minnesota thus became one of the simultaneous first four states to qualify, one of the simultaneous first two states to receive

the federal funds, and is the first state to actually participate in the operation of a program under the Act.

The Minnesota Plan is basically quite simple. The form for submitting the Plan contains many sections devoted to supplying legal, fiscal and regulatory information to the Office of Education. The operational aims and objectives, policies, and program which are the heart of the plan are as follows:

## General Aims and Policies of the Program

Following are the policies, and objectives which will in the judgment of the State library administrative agency assure the use of funds under the State plan to maximum advantage in the further extension of public library services to rural areas without such service or with inadequate service:

### Objectives

The general objective of the entire program of the State library extension agency is to promote, encourage and assist in the development of adequate public library service for every resident of Minnesota.

Specifically within the objectives of the extension program to be further developed with the participation of federal funds, the twin objectives will be (1) to strengthen the State library extension agency in order that it can adequately promote sound local public library development which will reach as many rural people as possible, and in order that it can adequately supervise local programs developed with participating federal funds, and (2) to develop county or multi-county systems of library service which will create service for all the residents of their areas not now receiving library service, and which will improve library service in those communities which are now inadequately served. The strengthening of the State library extension agency may include the establishment of one or more branches of the agency.

It shall be the policy of the State library administrative agency to so conduct its operations under the State plan that all new services and library systems developed in whole or in part with federal funds will become permanently supported with State and/or local funds.

### Standards and Methods of Administration

The general standards enumerated in *Public Library Service; A Guide to Evaluation, with Minimum Standards* (A.L.A., 1956) will be used as the general standards for personnel and service, adapted to specific situations with regard to size of operating units and levels of possible support.

#### Personnel

No local system of libraries may qualify for federal aid funds unless its personnel schedule includes a sufficient quantity and quality of personnel, including professional librarians and suitable sub-professional and clerical staff, and including the best trained local people available for local stations and small member libraries. Existing personnel in any area will be used to best advantage. To qualify for aid, every library system must be under the administration of a fully trained professional librarian with appropriate experience.

#### Service

No local library system shall be eligible to receive assistance from Federal funds until it has developed a service plan which meets the following minimum requirements:

- (a) A sufficient book budget to permit rapid growth of collection in the initial years of development. Existing stocks available to the system will affect this requirement.
- (b) Provision of an adequately staffed reference service available to the entire area, with a system for routing and answering requests.
- (c) Provision for the systematic interchange of materials and information throughout the system, including a central catalog of all new materials purchased after the establishment of the system.
- (d) Sufficient service outlets (including bookmobiles) where appropriate to provide suitable coverage of the entire area to be served, which are open and/or available a sufficient number of hours each week.
- (e) Specialized professional personnel in adult, children's and young people's library services.
- (f) Regular, well equipped, audio-visual services.

### Criteria for Determining Status of Rural Areas

In all areas with existing publicly supported library service, the service shall be deemed inadequate if there are not present the service requirements (a), (b), (c), (d), (e), and (f) listed above and/or if the service is not administered by professionally trained librarians.

Rural areas "without public library service" are defined as those areas where no public support is provided for public library service and/or where no legal library organization has been established.

#### Program for the Fiscal Year

Following is a description of the program by projects designating the rural areas to be served for the fiscal year 1958.

- I. The public library services of the State agency to rural areas will be extended and improved. This will be done by enlarging and strengthening the operations of the Library Division. This program includes advisory and guidance services for the establishment and improvement of local public library services, supervision of initiating local public library services, printing and publishing of informational materials, travel by advisors and supervisors, and direct book and audio-visual services to rural residents having no local library services or having inadequate services.

Projects continuing for specific new or improved services are:

- (a) The employment of field advisors and supervisors to work with rural communities in planning, organizing, and improving local public library services, and supervising such systems after they are established, clerical workers to help carry the added load of the enlarged program, and operating personnel for the two bookmobiles.
- (b) The printing of new informational materials on the development, establishment or improvement of local public library services in rural areas.
- (c) Building a basic book stock for use in initiating local public library services in unserved or inadequately served rural areas.
- (d) Additional communications materials and services, equipment, main-



tenance and supplies incident to the expansion of the program under the plan.

The area to be benefited under the plan is defined as the entire area of the state, with the following cities and urbanized areas excluded from participation: Albert Lea, Austin, Bemidji, Brainerd, Duluth, Faribault, Fergus Falls, Hibbing, Mankato, Minneapolis, Moorhead, Owatonna, Red Wing, Richfield, Robbinsdale, Rochester, St. Cloud, St. Louis Park, St. Paul, South St. Paul, Virginia, and Winona.

II. Grants-in-aid will be made to qualifying rural library systems for the establishment, extension and improvement of public library service in areas which are now unserved or which have inadequate services.

Applications for such grants-in-aid must be submitted by a legally constituted library board, organized under applicable law, with responsibility for governing the library service in the library district (county or multi-county) where the funds will be used.

A local tax levy of one mill over the entire library district must be levied for the local fiscal year beginning in the state fiscal year for which the application is made.

The application must include a description of the library service area, a practical and economical plan for providing adequate public library service for the area which the library system serves, a proposed budget for carrying out this plan and a plan for financing this budget including all local funds as well as the amounts requested as grants-in-aid.

The applicant board must accept all the provisions of state and federal rules and regulations governing the aid program (see pages 345-347), and further agree to the following:

1. Use the aid funds only for the purposes for which granted and as specified in the application.
2. Keep accurate and auditable records and submit monthly reports of all library expenditures to the state library agency.
3. Work closely with the staff of the state library agency and make any and all information concerning the

operation and financing of the library service readily available to the state library agency.

The area eligible to be benefited under this section of the plan is defined as the entire area of the state, with the following cities and urbanized areas excluded from participation: Albert Lea, Austin, Bemidji, Brainerd, Duluth, Faribault, Fergus Falls, Hibbing, Mankato, Minneapolis, Moorhead, Owatonna, Red Wing, Richfield, Robbinsdale, Rochester, St. Cloud, St. Louis Park, St. Paul, South St. Paul, Virginia, and Winona.

Where any of the above excluded cities or urbanized areas is involved or associated in any way with a rural library system applying for a grant-in-aid, financial records shall be kept and reports of expenditures made separately from those for areas eligible to participate in the use of aid funds.

### The Basic Reasons

While the annual program for the fiscal year may be amended at any time and may change in some respects during the future development of the program, the basic reasons behind the core idea of county or multi-county libraries are unlikely to change. And this is so for a good reason. The only unit of government in Minnesota which includes truly rural areas and at the same time has the legal authority to establish and support public library service is the county. In most areas the soundest recommendation is for multi-county libraries since the single counties are not large enough in population or assessed valuation to fully use or support adequate public library service by themselves.

### Getting Started

The immediate problem in carrying out the Minnesota Plan lay in informing as many people as possible in the state of the local implications of the program. This was accomplished in two ways: (1) Newspaper and magazine publicity, and (2) library development meetings. At the same time, the program for adding personnel, materials and equipment to the Library Division was begun. Two bookmobiles have been ordered for use in demonstrating the bookmobile idea and in beginning service in new areas until local bookmobiles are delivered. One field worker, Miss Diana Hebrink, has been

added to the Library Division staff. Other orders for library materials and equipment are in process.

Newspaper articles about the program have appeared in most of the daily and many of the weekly newspapers of the state. Articles on the program have appeared in five magazines of state-wide circulation. Thirty-one library development meetings were held between January 1 and June 30, 1956, to explain the new programs. Invitations for the first series of seven meetings went to a mailing list which covered the entire state. The subsequent meetings were held in specific areas which were interested in planning local activity in from one to six counties. The locations of these meetings were as follows:

Alexandria	Lakeville
Austin	Little Falls
Battle Lake	Long Prairie
Brainerd	Mankato
Crookston	Marshall
Danube	Moorhead
Detroit Lakes	New Ulm
Duluth	Northfield
Eveleth	Redwood Falls
Faribault	Rochester
Fergus Falls	St. Cloud (2)
Hastings	St. Paul
Herman	Thief River Falls
Jackson	Willmar
Lake City	Worthington

Those attending these meetings were library and school people, local and county officials, representatives of organized clubs and other groups, and many others interested in library development. The attendance ranged from as few as a dozen people to as many as one hundred and seventy-five. The total estimated number of people reached directly by this method is now nearly 3,000, and they represent seventy-six different counties.

During this period, for use at these and subsequent meetings, the Library Division issued a variety of informational material (some of which is reprinted in this manual) which has proved extremely useful. These materials have served as sources for many excellent articles and editorials in local newspapers, as working materials for county and area library committees, and have attracted national attention and commendation.

### The Matching Funds

During the 1957 session of the state legislature, the Minnesota Library Association introduced a state-aid proposal to provide matching funds for the library development program. It was endorsed by the Board of Education and many civic, educational and cultural organizations of the state. This legislation was enacted as an integral part of the budget of the Department of Education. Thus the legislature has provided sufficient state funds to match any and all federal funds which may become available to Minnesota under the Library Services Act during the next biennium. This has further stimulated interest in the program.

### Current Activities

One Board of County Commissioners (Cook County) has already acted officially to institute participation in the program. Negotiations are now in progress with Lake County, which at the time this is written needed only to authorize participation, for working out a definite plan for joint participation by these two contiguous counties.

The extension staff of the Library Division is working actively with community groups in 21 other counties toward their participation. These counties are:

Becker	Mille Lacs
Big Stone	Norman
Cottonwood	Ottertail
Dakota	Pennington
Douglas	Polk
Grant	Redwood
Isanti	Renville
Jackson	Stevens
Kanabec	Traverse
Kittson	Wilkin
Marshall	

The Arrowhead District trustees have a committee which is studying the possibility of development and participation in their area. There are undoubtedly others active along these lines who have not reported their activity to the Library Division.

These committees and groups are proposing various combinations of plans in their various areas. Most are working toward multi-county units. Some groups feel that their county boards will act favorably without requiring a referendum. Others now believe that a referendum may be necessary. These developments are now awaiting appropriate action by county boards.

# Planning For Library Development

(Revised)

HANNIS S. SMITH and EMILY L. MAYNE

## Introduction

Planning for library development has a long and honorable history in Minnesota. The very first volume of this publication (1905), then called *Library Notes and News*, contains a number of articles and reports on planning for county and rural library services, along with the many reports of new Carnegie buildings in cities. Urban library service was a well-developed idea which was spreading rapidly, but rural library service in those days was in the very beginning, or experimental stage, of its development.

Today the public library service picture is quite different. The urban centers of Minnesota all have public library service. Some of these libraries are among the best in the nation. The urban job is not complete. There will always be new frontiers in methods, goals and kinds of service. But most people will agree that the urban stage of library development has reached real maturity.

Rural and small community public library service is another matter. It is no longer in the experimental stage. The library profession now knows how to organize and operate rural library service of the same high calibre as famous urban library services. But the spread of rural service is limited. Now the time has come for the well-developed idea of good rural public library service to spread rapidly.

### Wherefore Are There Libraries?

A poll taken nearly ten years ago revealed that most people, even those who rarely or never use one, believe that a public library is a good and necessary thing. Since then, alarmists have arisen among us who say openly and emphatically that libraries are being replaced by paper back books, magazines, newspapers, radio, the movies, television, or the electronic brain. State workers are accustomed to hearing this kind of argument when they are assisting local friends of libraries to work for the establishment or improvement of library services. Although this question is usually raised by people who have no first-hand experience of what real public library service is, it is a valid enough question not to be dis-

missed casually. All friends of libraries must be ready to answer it, not dismiss it as rank heresy not worthy of consideration.

The basic reason every community should have good library service is rooted in the fundamental nature of mankind. James Stephens said that love, hunger and curiosity are the three great impelling forces of human life. It is this curiosity (Aristotle earlier defined it as "a craving for knowledge") which libraries are created to satisfy. And this curiosity is not limited to the classroom, nor does it begin or end with formal schooling. It is a part of human nature from early childhood to old age. A. E. Housman summed the whole thing up when he said, "The desire for knowledge does not need, nor could it possibly possess, any higher or more authentic sanction than the happiness which attends its gratification."

The satisfaction of human curiosity is the key to man's conquest of the universe, but every man feeds his own craving for knowledge in order to attain personal satisfaction.

The agencies of formal education work toward filling this need during the years we are enrolled, but every educator will agree that the schools and colleges satisfy only a part of this craving. So the young need libraries. And then, beyond the years of formal schooling stretch the years of maturity and age. Unless a man's mind has died of starvation (or malnutrition), he keeps a healthy curiosity until the day he dies that is not satisfied by light entertainment, current events, or spasmodic bits of information.

The tool which our society has developed for the systematic collection, organization and dissemination of the cumulated knowledge of the world is a library. And our present day society has developed the public library as the best way of making library service readily available to people, no matter where they live.

### Discrimination in Service

The great concern of library planners in recent years has been the discrimination in public library services which is apparent from any investigation. If people live in

cities, they have good library services. If they live in a small community or a rural area the chances are they do not.

This discrimination is reflected in law. Cities and villages may levy taxes up to five mills on the dollar for public library service, while counties are limited to a two mill levy. This restricts the amount a rural area can spend for service, even if it might want to spend more.

Many of our very best librarians have devoted much time and thought to the problem of eradicating this difference in opportunity. And they have come up with the ways and means. The Minnesota Plan for Library Development which follows has in its background the notable work of many famous librarians and scholars, some of them members of the Minnesota Library Association, who have worked hard and long for many years. It is reinforced strongly by the findings and recommendations of studies made over the years, the most recent of which was published by the Department of Education in 1951 under the title *Books For Every Minnesotan*. This title is now the motto of Minnesota's plan for public library development.

### **The Federal Library Services Act**

The recently passed Library Services Act (Public Law 597, 84th Congress 2nd Session) will be used to give impetus to the development of rural library service in Minnesota. Under this act, there is an initial appropriation of \$40,000 per state for the fiscal year ending June 30, 1957. Future annual appropriations by Congress will be necessary to provide the authorized full appropriation of \$7,500,000 for the entire country. This would provide almost \$173,000 per year for the Minnesota share.

The current appropriation provides \$111,000 for use in Minnesota. The federal money must be matched, and the Minnesota Legislature has provided sufficient funds for the next biennium for the state to match all the federal funds which are or may become available to the state.

### **The Minnesota Plan**

Under the Act, the Minnesota Board of Education must submit a plan for the use of all funds in which the Federal government is expected to participate. This plan has been drawn up by the Library Division, approved by the Board of Education and forwarded to Washington. Most of the doc-

ument consists of basic information which the Act requires as pre-requisites for receiving the Federal funds. The core of the plan, however, is the section dealing with where and how the money will be spent to improve rural public library services. The Minnesota plan designates the entire state (except the urban places of over 10,000 population excluded by the Act) as the area of activity under the plan. This has been done in order that initial expenditures may be made by the Library Division, but that the materials and equipment so acquired may be used anywhere in the state when local library development and improvement require it.

This feature enables us to divide the plan into two parts. The first is the strengthening and equipping of the Library Division to expand its operations in promoting and developing library services in the rural areas of the state which are now unserved, and in improving service in those areas now inadequately served. The second part is the development of systems of multi-county library service in various areas of the state. The area designation in the plan will enable the local library systems to develop with financial assistance in any part of the state, and in as many parts as the money will allow. *This places a large responsibility for qualifying on local people.*

### **Expenditures at State Level**

During the beginning of operations under the plan, much money must be spent in getting ready for better use of later aid. If local systems are to be promoted and organized, local library leaders will need advice and guidance from trained, experienced people.

Miss Diana Hebrink, formerly librarian at the Kandiyohi County Library has been added to the Library Division staff as a field worker to help in local library development. Appropriate clerical help has also been added.

Then there will be books — and lots of them. For one thing, in many places there just are not enough public library books to expand services to new and larger publics. Nor are there the materials to supply the heavy demands which are made on new service outlets like bookmobiles, branch libraries and library stations. A large basic bookstock of permanent value books and other library materials is planned for the



Library Division so that books in quantity can be furnished on long-term loan to newly expanding library systems beginning under the plan. Also, more books will be available to rural readers who write in to the Library Division.

The Library Division has ordered two bookmobiles. These can be used for demonstration purposes, at first. In many areas people have never seen one. Just about the best way to "tell" people what a bookmobile is, is to have one on exhibit locally, loaded with good books. These same bookmobiles can be used in the pilot job of surveying for future bookmobile routes, testing time schedules, and locating useful and appropriate stopping places. Then, as the new systems of library service develop, these same bookmobiles can be used to begin service, while the local system is waiting for delivery of a bookmobile of its own. This is all designed as a logical, step-by-step approach to the future development of rural library services.

Another portion of the plan is devoted to the printing of informational library planning materials and the supplies, travel and communications which are part of the program.

### The Development of Local Services

This is the heart of the plan. For many years now, nearly everyone who has looked at the library situation has said that we have too many small, poorly supported libraries which are struggling along independently trying to furnish good library service, but unable to do so with their limited means. The proposed solution to this is the development of library systems which cover a large geographic area. In Minnesota, this means multi-county library systems.

Multi-county library systems are no longer something new. A great many have developed, especially rapidly in those areas of the country which have never had library service before in their history. The best description of one says that a multi-county library is successful when it centralizes the administration and "behind-the-scenes" work of the library, and then decentralizes the library services. These systems are discussed more fully below.

### Systems of Libraries

Everybody knows that library service costs money, just like schools or fire departments or any other public service. And it goes without saying that good library service costs real money. Library leadership, faced with the problem of trying to get the *most* library service for the tax dollar, raised the question of how much the various library functions cost. For example, there are many things which libraries do which can be called preparing to give service, rather than actually giving service. These are necessary operations if service is to be any good, or to operate efficiently. But (and this is the major point) *they do not have to be done where the patron is*. The principal library activities of this kind are the various administrative functions (like purchasing and bookkeeping) and the general process by which books are turned into library books (cataloging, and making pockets and cards).

When librarians had learned more about these things, it became apparent that the more library operations we could put on a wholesale or mass production basis, the less things cost. The big difficulty arose from the fact that the actual *library service* if it is to be good service, must be offered reasonably near the prospective patron and easy for him to get to. To some people, this problem looks very forbidding, but the answer is relatively easy: Do all the things which do not have to be done where the patron is on a mass-production basis, and decentralize the actual service into as many outlets as the territory served by the library requires, and make it convenient and easy for everybody to get to at least one of them.

So systems of libraries were developed to answer this need. A great many local public libraries become members of a system. A relatively few people can handle all the "chores" required. This releases more time and money in the individual local library for direct and meaningful library service for the patron.

This idea permits these libraries, which alone did not have enough money for a wide variety of books, for films and sound recordings, or for specially trained or qualified personnel, to pool their efforts. They share the cost and use of extensive book and material collections, and the cost and use of personnel.



This is the secret of "the most library service for the tax dollar." Large urban systems with their main libraries, numerous branches and bookmobiles, have been doing this kind of thing for years. With some adjustments, the idea works for rural and small community areas as well.

An urban community of 100,000 may be concentrated in only a few square miles, while a rural community of the same number of people may spread over several thousand square miles. When the question arose as to how to solve this distance problem, we couldn't have answered it without the automobile. When travel was slow, great distances imposed insuperable obstacles to rural library development. But now there are good highways going in all directions and vehicles which can cover in an hour the distance which used to take all day, or even longer. All that we need to do is to bring modern transportation into the library service system and we have solved the problem. The bookmobile is a small library on wheels.

### What a Good Rural Library System Is

A good rural library system covers a large enough area, so that the system is serving enough people to make the most economical use of a large and varied collection of books, and keep a staff of trained librarians busy serving them.

To give service a library system has:

1. A large staff of people, many of them trained especially for their jobs, who work at many different places giving library service to people all over the area. This means all the library people now working in the area — and more.

2. Its own collection of a wide variety and large quantity of library books, magazines, pamphlets and audio-visual materials; and it has a routine for securing from other sources the little-used important books for local use when they are occasionally needed.

3. Many member libraries, one in every community where there is any real concentration of people. It also has deposit stations, mobile small collections, a bookmobile and a regular mailing service to provide books directly to the scattered rural population. After all it is these rural people who are the 25% of Minnesota's population who have no library service at all.

4. Behind all this, and doing the "chores,"

is a headquarters unit or central library where the purely administrative functions are performed and where all the books are "processed" into library books. This center also handles the routing and exchange of book collections throughout the system, serves as the home base for the bookmobile, and is the expediting center for library public relations and staff operations. As an example of this last point: All librarians in the system meet at regular intervals to work together on book selection. By doing it this way they avoid unnecessary duplication of less used books, share their knowledge of which books fill the needs of the patrons, and all work together to promote more and better library service throughout the system.

### Why Multi-County Systems?

The answer to this question becomes apparent when we look at individual counties and their available library taxes. Most counties alone could not afford the kind of library service described above. And even those counties which might afford it would hardly be justified for making such extensive expenditures for a relatively few people. By joining with their neighbors, they can afford it. These library systems can cover any kind of "natural" region. The only reason we use the word *county* at all is that there must be a legal governmental taxing authority involved if the library system is to receive tax support.

### What Would One of These Systems Be Like?

In those areas of the country where there were no libraries at all, establishing a library system has meant creating an entirely new organization and establishing many new libraries. But in areas where there are already many small community libraries, the method is somewhat different. In many areas of Minnesota there are already public libraries, and some association libraries. There are a few county libraries scattered over the state. Therefore, library planning in all areas must consider what the relationship of these libraries will be to the system.

To illustrate this let us take a hypothetical case. An area which wishes to develop a library system might consist of the following:

1. Four contiguous counties with a total population of 78,000 people.

2. Within this hypothetical area the incorporated municipalities consist of: (a)

One city with a population of just under 10,000 persons; (b) Three cities with populations between 3,000 and 5,000; (c) Four villages with populations just over 1,000; and (d) 25 villages with populations averaging around 500. The population with library service is approximately 50% of the whole area. All the people without libraries in this hypothetical area are rural.

3. Within the area there are now five public libraries, two association libraries, and one "county library service" organized and operating in the basement of a city library. This county library maintains six library stations in the villages of its county.

4. These libraries, together, own just over 70,000 volumes. A careful check of the collections reveals that about one-fourth of these are badly worn or obsolete.

5. There is one trained librarian in the area, in charge of the city-county library. In this and the other four larger libraries, there are seven full-time library workers, and the two association libraries have part-time employees to keep them open a few hours each week. There are also six part-time workers in the county library stations.

6. There are three library buildings in the area. The other public libraries are located in rooms in city or village halls, and the association libraries and county library stations are in rented quarters or in parts of commercial stores.

### What Would Be Done in This Area?

All the libraries in the area should join the system, if the system is going to really work, and provide all the benefits and increased services which are the reasons for wanting it in the first place. An over-all two-mill levy by each of the four counties would combine into a total budget of just over \$125,000 per year. Present total of all library expenditures in the area is about \$52,000. *By having everybody share equally in the support of library service* through the uniform tax, the library system would be able to pay for the operation of all the libraries now in the area, enlarge the smaller ones, open new libraries in the small communities now without them, and institute bookmobile service to the scattered rural population. This hypothetical system would probably have two bookmobiles.

The substantial book budget available would supply many more and varied books for the entire area than are available at present. By keeping the collections fluid and changing, every person in the area would have direct access to many more books than at present. There would be at least five professional librarians giving direct service to patrons, and guiding and assisting the untrained library workers, some of whom are now on the staffs, and the others who would be added as the system grows.

The method of establishing a system is discussed below.

## LOCAL PLANNING FOR LIBRARY DEVELOPMENT

The remainder of this article is devoted to guides and suggestions for local friends of libraries, public officials, library trustees and librarians. The first point to remember is that there is help on this big job. The Library Division will provide any local planning group working for a library system with experienced professional assistance in working out their organization, the plan of library service, and the budget requirements. All that will be necessary is for the interested local people to let us know that they want help.

The \$64 question at this point is: Who is going to start these library systems? Libraries don't come from Santa Claus. Mr. Carnegie gave hundreds of library buildings to as many communities during the early

part of this century. In many of these we now find some very fine libraries. Not a few of them, however, are libraries in name only since the buildings have never had real library service developed in them. For a public library is *not* a building, it's a service agency. The federal funds may NOT be used for library buildings. They must be used for service.

Good library service in any community comes about from a conjunction of efforts by many people. First of all, somebody must want it and must want it badly enough to get out and work to get it. Every good system of public library service is the living monument to hundreds of people — civic-minded leaders, public officials and just plain citizens who have worked for the

idea and the realization of good library service. Librarians can give good library service, but they must have lots of help to create and establish it.

This is why the local use of grant funds will depend to such a large extent on the efforts of local people. The Library Division cannot create these library systems. There will be people from the Division available to help, advise, guide and otherwise assist local groups in the job of creating. But the big job is still the local responsibility.

It stands to reason that few if any county commissioners will pay any attention to some outsider coming in to tell them they should join a neighboring county to establish public library service. The impetus and conviction must be among their own constituents — and among themselves.

Cities have good library service because city people got out and worked for it. The only way rural people will ever get good library service is for them to do the same.

### Somebody Has to Start

Libraries have many friends in almost every community. But a friendly feeling toward the public library idea does not create a public library. Things must start somewhere, and one of the best ways to start is for these same friends to become an organization. Many of them call themselves Friends of the Library. There is a small handbook on getting one of these organizations started which can be borrowed from the Library Division. When there is one of these in a local community all they need to do is lift their sights a little and invite membership among their neighbors.

Where there isn't one of these organizations — yet — one can be started easily simply by calling a number of like-minded people together.

Or the impetus may come from county or other public officials, or from librarians and library trustees. The main thing is to get started.

### How Many People Are Needed?

Sometimes great things are done by a few people. But to get real accomplishment in public efforts, the public must be involved. Membership in a group working for better library service should be open to anyone interested. And a special effort should be made to recruit the interest and active working support of civic and social

organizations. The Junior Chamber of Commerce and the Federated Women's Clubs come to mind at once as organizations which have better libraries as one of their major interests. The farmers' organizations have also been interested from the beginning of the rural library service idea.

The remainder of this article is devoted to providing such friends of the library with information and guidance in getting a multi-county library system started.

### Campaigning for a Library

Innumerable suggestions could be given — points to stress, moves to avoid — to any group beginning to work for a library system. Some of these are the following:

1. *Use the resources of the State Library Division, organized by law to aid in an advisory capacity in such matters as organizing a library campaign.* Before beginning action, ask for planning help in order to avoid mistakes made by other counties and to profit from their experience. Ask for materials such as films, leaflets, publicity materials. Keep the Division informed of progress.

2. *Choose leaders at all levels carefully.* The county officers and communities should be people who believe so deeply in the library idea that they will work unceasingly for it. People who thoroughly believe in the plan, but who are too busy to work actively, can be a moving influence through endorsements. Reaching each individual, answering his questions, is the most important element in the plan.

3. *Ask for the required one-mill levy, but make it clear that the two-mill levy will be needed in the future to keep the library going.* Library service costs money, just like schools and highways. It just doesn't cost as much. The aid will help pay the larger initial costs of establishing the library service, but the local area must be prepared to keep the service operating in the future.

4. *Plan your campaign carefully.* Your Commissioners must be convinced that the people want the library. Organized public and group support may be strong enough so that you will not need a referendum. But there must be an active group to inform the public and keep the campaign rolling along on carefully planned lines that do not leave important matters undone.

5. *There is no better time than the present.* The federal aid is set up for only five

years. Taxes will always seem hard to pay! Hospitals must be built, children must be educated! But good times bring high costs; depressions bring less money.

6. *Do not try to be too specific about the actual library set-up.* That is the work of the Commissioners, the Library Board, and the Librarian after the election. However, make clear that every resident of the area will have service, through headquarters, stations or mobile equipment. Details as to advisability of a bookmobile, types of book collections, frequency of changing book stock and whether local stations should be opened, can be decided later. The County Librarian can best appraise the advantages of known methods when applied to a specific locality. In most counties in Minnesota a combination will be needed.

7. *Always explain the basic features of the plan simply.* Repeat them, for the plan may seem obvious to you, but a rumor based on a lack of knowledge may do much harm. Allay the fears that are present in communities that have some library service. A county or regional library system does not take away library advantages already established. It brings greater numbers of books, adds modern services, enlists the aid of the trained County Librarian, and frees the present village librarian from the tedious processing of books so that she may spend her time serving her patrons.

8. *Inform county officials and County Commissioners, inviting them to meetings of the working group.* County Commissioners are sure to vote for a library when they are convinced that a majority of their constituents want it. Don't wait for an election to get this process started. Remember that people *against* a new plan are much more vocal than those *for* it.

9. *Do not be apologetic when asking people to endorse the library campaign, a movement for their own betterment, not for the good of a few individuals.* A library costs little when compared with other municipal and county outlays.

10. *Do not stop until everybody in the county has been informed about the proposed library service.* There should be active workers for the campaign in every township and community in the county. They can help secure the resolutions and endorsements used to convince Commissioners, and they are needed for the campaign for voters if

a referendum is called. Wide representation is a good way of keeping track of how both support and opposition are developing.

11. *Each organized group in the area should be asked to endorse the library movement.* As these written expressions of support from groups and influential citizens are gathered, they should be publicized.

12. *Publicity by word of mouth, from a person well-known and respected in the neighborhood, is the most effective.* But use every facility available—the radio, newspapers, films, poster and slogan contests. Notices to parents taken home by school children and paid advertising before the election are also effective.

After the Commissioners' action starting the machinery of organization, the Library Board and Librarian are legally given the responsibility for the library. But the Friends of the Library should continue as an active force, for there will be many problems connected with the expansion of the service after it has been established, in which their counsel and assistance will be very important.

### Factors in Timing

The time for beginning to plan is NOW. The funds allotted to Minnesota under the Federal Library Services Act will be available for only five years. Even when the full appropriation is available it is only enough to help some areas. It is NOT enough to provide good library development for the entire state. Therefore those areas which are ready to use the money soonest, will have the best chance of receiving aid.

Workers endeavoring to establish a multi-county library locally will need to keep the following time factors in mind:

1. The first fund to be locally available under the federal plan will be for the fiscal year beginning July 1, 1957. However, the Library Division's advisory service can be used immediately.

2. County commissioners usually consider requests for the establishment of new services, and the levying of new taxes at the semi-annual meetings held in July and January. Tax levies are set in July and spread in January. Citizens could meet with County Commissioners at any of their monthly meetings, for information, advice and planning—but the official action times are very important.



3. The library tax fund, as levied, would not become available until the March following the July in which the levy is set.

4. Getting a library movement started takes time. After officials are interested and convinced, the drawing up of a mutually agreeable contract also takes time.

5. During the entire process of informing and convincing citizens and officials, the fact that it will take time to establish a system must be made clear. Even after money is available, it takes time to set up a system, add new personnel and equipment, and generally get started with service.

All of this may sound like a lot of work which requires lots and lots of determination and patience. It is. But, for people who really believe in and want good library service, it is also worth it. For, when they succeed, the believers who have worked so hard and been so patient will finally have a service which is a permanently good thing which they and all of their friends and neighbors will have for a long, long time.

### The Logical Areas?

Fifty years ago when public libraries were mentioned, people immediately thought of service to cities. Twenty years later, coinciding with development of farm-to-market roads and growing cooperation between city and rural people in churches and schools, the county library pattern developed, bringing economy and equality of library service to many Minnesota people.

Today, we have electrification areas, soil conservation districts, homes for the aging which are jointly operated by neighboring counties, and regional conferences held to consider innumerable problems common to many people. All of these imply that residents of a much larger area can share the benefits of cooperation in multi-county libraries as well. This trend is being discussed and planned in every part of the United States today. This is the type of library cooperation which can bring equality of service to people of sparsely settled northern areas and to those living in small communities. Even many city residents of Minnesota would get improved or enlarged library service.

Good library service includes the leadership and advice of an efficient library administrator, a large stock of materials constantly on the move to meet the individual

and group needs of many people in many different localities.

These enriching materials must be available in two ways: first, as a large enough supply near at hand where the prospective reader may enjoy the satisfaction of browsing and selecting what he can discover for himself; and second, perhaps as single items sent direct to fill an immediate stated need or special request which may never arise again. Transportation of these stocks must be quick, inexpensive, and regular.

Planning for Minnesota multi-county libraries must consider the following factors:

1. *Distance.* Distances, which were once thought of as being controlling factors in the maximum possible size of a library system, are not regarded as nearly so important now. The original limitation was thought to be the maximum distance a bookmobile (or other vehicle) could drive out from the center and return within a single day, with more than half of the time spent at stops giving service. Now, in some very large far-western counties in the United States and Canada, well developed library systems are giving good service to areas covering over 20,000 square miles, with average populations of less than ten per square mile. They solve the bookmobile out-and-back problem by operating several bookmobiles from different sub-centers. The older example of a bookmobile route map looking like a somewhat irregular daisy, with the headquarters as center, superimposed on the map of the area is still good. The multiple bookmobile map looks like a cluster of daisies on the map, with a number of sub-centers as their centers, and each with a single petal reaching into the headquarters.

Just about the largest area in Minnesota which might be interested in having a single public library system covers just about 16,000 square miles, and has a population of 17 persons per square mile.

2. *Population.* The presence of, or the potentiality for, the development of a real community of interest, rather than service to a set population, determines the possible establishment of a multi-county library. A compact metropolitan area of a few square miles might include 500,000 people, a sparsely-settled area including nine or ten counties might have a population of only 100,000, but each could be well-served by a multi-county library system. One Minne-



sota county having 75,000 inhabitants could be linked with three others of between 10,000 and 20,000. (Thirty-two Minnesota counties had a population of less than 15,000 in 1950.) Again five counties whose combined population is only 70,000, without a single city of over 2,500 people, could obtain superior service for each village and the rural residents of the five-county area only through a cooperative system.

3. *Tax base.* Since the legal tax-raising unit is the county, the cost of the pooled library service would be levied in each separately, each raising its proportionate share as determined by the agreement establishing the multi-county library. This board would consist of members from each county. Minnesota laws permit the agreement which establishes the system under the joint powers law to decide the manner of apportionment of membership and the size of the board.

One system of counties might work best if each county had one representative on the board, another system might need a large board having a member representing each library in the area, plus representatives of each previously unserved area. Such a board might wish to act as a unit or might prefer to work through an executive board elected by the full membership.

4. *Trade centers.* Natural trading areas, rather than a limited number of square miles suggest the logical size of a multi-county library system. Main highways lead to these centers in every part of Minnesota. Transportation of materials to library distributing points, large and small, could be carried on over the network of all-weather roads that have already provided the way to enable other needs, such as delivery of mail, food products and gasoline to be met. Mail service would be used wherever needed. As the library system expands, many distributing points in places of small population would use large stocks of books and audio-visual materials as reader interest is awakened all over its area.

5. *Community of interests.* Mining, lumbering, wheat and potato growing, quarrying, dairying, manufacturing are interests which link the people of an area. Similarities of interest and population distribution determine the types of direct service points, the kinds of services needed by the people, and the size of the area joining together for better library service. Minnesota is generally speaking, homogeneous enough for any contiguous areas to be regarded as logical areas for the development of library systems.

## CREATING A MULTI-COUNTY LIBRARY SYSTEM

The actual operating policies and procedures of a library are the responsibility of the Library Board and the Librarian. But before these people can assume this responsibility they must first be given the legal authority to do so, and be provided with the necessary funds.

The only legal way at present for a multi-county library organization to be created, and taxes levied for its support, is under the provisions of the Minnesota Joint Exercise of Powers statute (MSA 471.59). This permits governmental units to exercise jointly any power which each may exercise separately. This is done through an agreement entered into by action of their governing bodies. Identical resolutions can be passed by the county commissioners of every county in the system to bring this about.

This law specifies that the agreement shall state the purpose or manner in which

the power is to be exercised; shall provide public funds, if required, to carry out the agreement, and provide for disbursement and accounting. The agreement may be for an indefinite term, or until rescinded, or terminated in accordance with its terms. There must also be a provision to cover disposition of property if and when the agreement is terminated.

Experience in the negotiation and operation of these agreements where library service is concerned has provided some guides for writing the terms. On this basis the following suggestions are offered:

1. The purpose is to offer free public library service to all residents of the counties involved, including all rural residents.
2. The method of accomplishing this is to create a joint library board to operate the service. The agreement should state how many representatives shall be on the Board

from each county, the terms of their appointment, who appoints them, and whether they shall be paid travel expenses to Board meetings. The agreement might also specify the continuing functions of such library boards as may already exist in the area.

3. The agreement should also specify the method by which tax funds will be provided, the amount of money or rate of levy to be provided by the counties, and who is to be the treasurer and disbursing officer. Here it is well to remember that experience has shown that efficient operation requires that all the funds of the library system should be in one account. This greatly simplifies disbursements, bookkeeping and accounting.

4. A soundly drawn agreement should be for an indefinite term. To give the system a chance to prove itself, the agreement must allow a period of years before it can be terminated—a minimum of three years—the longer the better. There should be some provision for periodically reviewing the terms of the agreement after the establishment period has ended. Any provision for terminating the agreement should provide that the party or parties which wish to terminate must give notice a long time in advance—at least six months to a year.

5. The agreement must make provision for the disposition of property in case of termination. Certainly all assets which came into the system at its creation should revert to the original owners. Systems which are established without outside financial aid could specify that all assets acquired after the establishment of the joint system will revert to the contracting parties in the proportion of their contribution to the general support.

There is special provision which will affect those systems receiving matching funds through the federal aid program. This will be published in the regulations governing eligibility for aid. It will provide that assets acquired under the aid program will revert to the State Department of Education to use elsewhere, if the agreement is terminated.

### Applications for Aid

The entire program of Federal aid to rural library service in Minnesota will be administered by the Library Division of the Department of Education. The State Board of Education has not acted upon the regu-

lations which will govern the administration of aid, at the time this is being written. But these regulations have to be in conformity with Federal regulations, so that we do know what they will cover and some of the basic provisions.

Applications for participation in the aid program must be submitted to the State Board of Education by the Board of the *library system* desiring such aid. The State Board's approval will be conditioned upon the local library systems fulfilling certain basic standard requirements:

1. There must be a legal library organization. The Library Board of the system, which would be submitting the plan would need to submit a copy of the agreement which created the multi-county unit giving the names of the counties and the date of formal adoption by each County Board of Commissioners.

2. The application should delineate the area to be served by the system. It must include all rural areas. The holding out of a single library would not necessarily disqualify the system if other factors are favorable to the development of good library service.

3. The territory to be served must be contiguous.

4. The planned system of library service must make provision for the following: (a) Building a sufficient book collection, taking into consideration the number of books already available; (b) Professional reference service and a method for routing and answering requests; (c) The systematic flow and interchange of books and other library materials throughout the system, since this is one of the keys to giving better service to all; (d) A central catalog of all new materials acquired; (e) Enough service outlets (including bookmobiles where appropriate) to provide easy and convenient access to service by all the people in the area to be served; (f) An adequate library staff, including trained personnel, and the protection and appropriate use of all library personnel presently employed in the area, under the administration of a fully trained and experienced librarian; and (g) A well-equipped audio-visual service.

5. The library system must have a regular provision for receiving support from public funds. Initial support must equal 1 mill on assessed valuation, and there must be

plans for taking over the full support of the system when aid funds are no longer available.

The question of how much aid can be furnished will depend entirely on how much money is available. And how long each system will receive aid will have to be determined by the State Board of Education on the basis of funds available and the number of systems which qualify as time goes on. Local groups should plan on the basis of gradually diminishing aid and gradually increasing local support, after the heavy first-year expense of establishment has passed.

This boils down to three major points: The library system must have a board, a service plan, and initial local funds.

### Help in Planning

When the Board has been appointed, working from the beginning with an advisor or supervisor from the Library Division, it must prepare the service plan and a budget based upon it. This budget should include all the money the library system intends to spend, and state the various categories; such as salaries, books and materials, bookmobiles and other equipment, travel communications, supplies and maintenance. Then it can apply for aid funds to pay about half of this budget. The proportion will differ according to the funds available, and the number of applications for aid.

But there is a point here which must not be overlooked. The original group or groups which promotes the system in the first place will have necessarily prepared much of this information when it began its work for the system. And so it can be known in advance of the formal organization how much aid will be available to get things started.

As we stated at the beginning of this section, advisory assistance in working out all the details of the system and the qualifying for aid will be available from the Library Division. One of the provisions of the federal law requires that the Library Division maintain supervision over the system during the time period for which it receives aid. This "supervision" has caused some questions to be raised. In actual practice it will be friendly guidance and assistance in getting good library service established. We are confident that everyone who

believes in libraries enough to work for them is a person of good will. The occasions on which the "pressure of supervision" would be felt would be in those cases where the local system diverts funds from the proper purposes or otherwise mismanages its business. This is so rare in the library world as to be almost unheard of, so we do not expect any trouble on this score. But the federal law charges us with the responsibility for supervising, so it must be done.

### Getting and Using Help in Planning

In concluding this planning guide, the authors wish to reiterate that there is experienced professional assistance available for local planning. It might be well to make some suggestions as to how this assistance can best be used.

1. *Initiating interest:* The Library Division can help from the very first by supplying the names of people who might be interested in coming to the first meeting in any area to consider a multi-county library system. Invitations to this meeting should be broadcast widely, but certainly should go directly to many people who have already demonstrated their interest.
2. *The First meeting:* An advisor or speaker can come from the Library Division for the first meeting to explain and answer questions and make suggestions for organizing and making plans for future action.
3. *The Planning stage:* When a local area group gets to working out definite plans for a library system, an advisor or advisors from the Library Division can work with the local people at many meetings and for a considerable time. The Division can assist in making sure that the plan will meet local needs and will conform to the requirements and regulations covering the aid program.
4. *The Promoting stage:* The Library Division can help with suggested publicity, promotional information and materials, and provide people to help answer questions.
5. *The Establishment stage:* Here again, the advisors from the Library Division can assist with the drawing-up of the agreement and various contracts, and suggest desirable provisions tailored to local needs and requirements.
6. *The Operating stage:* An advisor from the Library Division will be available to advise and assist in getting library service

started in the area. There will also be a bookmobile for beginning service, if needed. The Library Division will also supply additional books and other library materials to help get the service started on a sound basis. The federal law requires that the Library Division supervise every local library system which receives aid from federal funds. This supervision will be done by the same advisors who have been working with the system from the beginning, and will consist of continuing advice and assistance to assure that the program will continue to conform to the regulations.

The purpose of the plan, the program of local development, and the advice and assistance from the Library Division, is to stimulate and develop better library service for Minnesota. The emphasis will be on the development of *rural* library service because that is where the development is needed most.

If we work hard; if we keep our eyes on the long-term goal; perhaps we can, before too long a time, attain our noble ambition —

GOOD PUBLIC LIBRARY SERVICE  
FOR EVERYBODY IN MINNESOTA.

### *Minnesota Library Film Circuit*

The Minnesota Library Film Circuit is now in operation. It was organized as a non-profit educational organization following a meeting of librarians held at the offices of the Library Division, State Department of Education, on March 19, 1957. The articles of incorporation were drawn up at that meeting and the following officers elected: Lucille Gottry, Rochester, President; Erana Stadler, Owatonna, Vice-President; and Mrs. Merle Lennartson, St. Cloud, Secretary-Treasurer.

The charter members of the organization are the public libraries of Winona, International Falls, Moorhead-Clay County, St. Cloud, Owatonna, and Rochester. A seventh membership was created and reserved for the first multi-county library developed under the Library Services Act.

All of the servicing of film, except for minor repairs which can be made locally, will be handled through the Audio-Visual Extension Service of the University of Minnesota under an agreement by which the Film Circuit will pay the University for certain specified services at specified unit rates.

Membership in the Film Circuit costs each member library \$350 a year. These dues cover all of the costs of the service except postage from one library to another. In the first year, the Film Circuit has received a generous loan of films from the Film Council of America and from the National Film Board of Canada. These loans, together with film purchases and other loans, provide a stock of films which will supply each member with a total of 112 different titles during the film circuit year which runs from late August to mid-June.

The films available have been divided into seven packets of 16 films each. The packets are balanced to include varying subject matter, length of film and a mixture of black and white and color. All are 16mm. sound films. Each member will have the use of each packet of films for a period of six weeks. Packets are exchanged at specified intervals.

Member libraries will promote as much community use as possible of each film during the six weeks period. No limit is placed on the number of times a film may be shown. Each member library decides its own policies and the terms under which films are loaned, with the single exception that the Film Council films may not be loaned to schools.

This new cooperative plan is making it possible for public libraries to supply quantities of high-quality educational film to their communities at a relatively low cost. The total cost per film to a library is just over \$3.00, which means that the community is securing a whole series of showings for the average price of a single rental.

Membership is open to all public libraries in the state. Inquiries about new memberships should be addressed to Mrs. Merle Lennartson, Librarian, St. Cloud Public Library, St. Cloud, Minnesota.



# Organizing A Library System

(Revised)

HANNIS S. SMITH

The Minnesota proposal for the development of local library service is a valid plan for logical development, whether it is done with aid funds or without. Reason, efficiency and economy all point toward systems of libraries which serve a large area population as the sensible solution for organizing adequate library service. These systems are created by taking the county library idea which has been successful in so many places and applying it to a combination of several counties. In this way, which at present is the only way it can be done under the Minnesota Statutes which relate to libraries, it will be possible to furnish good library service to everyone in the state.

The basic factor is this: The library is created and controlled by the citizens and officials of the area it serves. Just as a county library is governed by a library board, appointed by the Board of County Commissioners, representing the county which the library serves, a multi-county library is governed by a library board, appointed by the cooperating Boards of County Commissioners, representing all the counties concerned in the organization.

## The Legal Basis

Creating a multi-county library is accomplished through the provisions of two different sections of the Minnesota Statutes. These are the county library law (MSA 375.33) and the joint exercise of powers statute (MSA 471.59). These two statutes are reprinted at the end of this article for ready reference. The county library law provides for the establishment of a library by the county board, permits a possible maximum two-mill levy for supporting the library, and provides for the county library board, the method of appointment and terms of office of members, and its powers. The joint powers statute authorizes any two or more governmental units, by agreement, to exercise any powers they have in common, and specifies what the agreement shall cover.

## The Establishment Process

Let us assume that four contiguous counties in Minnesota are interested in establishing a public library service system which will serve their whole area. This means,

of course, that local citizen interest has stimulated the members of the Boards of County Commissioners of all four counties to inform themselves of the need and demand for such a library service, and the Boards by official action have decided that they are ready to act favorably on the program. (The process has been described at some length on pages 331-4.) The next step is drawing up the agreement, which must fulfill the requirements of law as stated in the joint powers statute. The two most important elements which must be decided upon are the method by which the library service shall be accomplished (or the manner in which the power is to be exercised), and the details of financing and handling of funds. Such agreements are generally drawn up with the joint participation of one or more commissioners from each county, the county attorneys from each county, and people with expert knowledge of library management. The Library Division of the State Department of Education will furnish advice and assistance in this process to help assure that the library service will meet the requirements for receiving aid. As stated earlier, this assistance is available on request, and any group involved in library planning should ask for help from the beginning.

The method of accomplishing library service is through a library board. The library board created by the agreement should have the same powers as any county library board would have. Its membership should be sufficient in number to represent every county entering into the agreement, and it might be well to have more than one board member from each county. The agreement would specify that each county board would appoint the representatives from their county on the joint library board, and should specify the length of terms of appointment so that, after the initial appointments, terms will be staggered in the same manner as is required for county library boards. This will provide for an overlapping of terms so that the library board will have a continuity of membership experience.

The method of financing is provided for by law. The agreement should specify the millage rate which each county will assess



for the library fund. This may well vary. A minimum of one mill would be necessary if the joint library is to qualify for aid. Where a county with an existing county library is one of the parties to the agreement, the millage rate might have to be higher. To qualify for aid, under the Federal regulations, local expenditures may not be lower than they were in fiscal 1956.

The handling of the library fund, which would consist of the pooled library funds of the four counties, is subject to a number of decisions. While it must be done, generally speaking, in the method provided by law for the handling of funds by individual counties, there are still a number of explicit determinations to be made. For efficiency and economy the joint fund for the library should be kept in a single account. The apportionment of expenditures from four different funds would be a complicated and well-nigh impossible task of bookkeeping. Which of the county auditors would have custody of the funds would be specified in the agreement. It might be that the fund would be rotated annually from one county auditor to another. The law permits the agreement to specify a different agency for this function, if this is advisable. The funds must be strictly accounted for, and the agreement must specify this and, also, how the reports of receipts and expenditures shall be made. The reports of all receipts and expenditures must also be made available to the State Department of Education as provided for by law.

### The Joint Library Board

The library board, created by the agreement, is the governing power over the joint library and is therefore an extremely important group of people. As a board, it represents the people of the entire area, and the members as individuals represent the citizens of their own counties. They would have the general powers of any library board, which include general responsibility for the library service, the hiring of librarians and assistants, control of the expenditure of all money collected for the library fund, and control of the library's assets. In the aid program they would also have responsibility for making the library's application for aid funds.

Most of these functions need no further explanation, since they are common to all library boards now operating, but it might

be well to look further into the responsibility for library service. The plan and pattern of library service will vary from library system to library system, since they depend on so many different factors which vary from area to area. The number of people to be served, their distribution or concentration, and the distances within the library service area are all important considerations. The number of cities or villages and the size of each, together with the number of rural residents near them, will determine the size of library needed to give adequate service. The number of other rural people and the distances involved in reaching them will determine how many bookmobiles will be needed. And these together will determine how many librarians and other library workers will be needed to do a good job.

The costs of all these library operations, personnel, plus the purchase of needed equipment and supplies, the purchase of books, and the other normal library expenses involved will determine the library's budget requirements. Since these will be much more than the tax income of the library during the establishment period, these factors will also determine how much aid will be required to get the service started.

Again, it should be borne in mind that expert guidance and assistance in this planning will be provided by the Library Division of the State Department of Education, but the library board has the responsibility for making the real decision. This provides for a maximum of local authority over the library system to assure that it will be planned and will operate to the satisfaction of the people of the area it serves.

### The Service Budget

Any sound library budget is prepared on the basis of what the library plans to do. The general categories of a library budget are: (1) Personnel, (2) Books and other library materials, (3) Maintenance, and (4) Other operating expenses. Building a service budget for a newly established multi-county library would differ from a customary library budget in the much larger amounts to be invested at the beginning in books and equipment. The necessarily large amounts required for this purpose are the basic reasons why the aid program is being established. Local financial respon-

sibility for maintenance of local buildings is customary in library systems.

In preparing a proposed budget for a library system, the citizen committee which is working for its establishment, the county commissioners who must act on it, and the library board which will be responsible, must work out in considerable detail the various elements of service and costs.

To reach a minimum adequate level of service, the smallest library system should have five professionally trained librarians. These people may already be employed in the area, but in most areas it will be necessary to bring in some new people. This means that adequate salaries must be offered. The quickest way to arrive at a reasonable estimate in an area is to take the total of all present library salaries in the area, and add to it the amount required for the additional personnel, including professional, sub-professional, clerical and (where bookmobiles are used) drivers.

In every area of the state, where adequate service is not already in existence, it will be necessary to acquire a large book collection rapidly. To reach a minimum of around 100,000 volumes during the establishment period, most systems would have to acquire over 25,000 volumes a year for three years. This usually means more personnel during the expansion period than would be required later, as well as large sums for books.

A satisfactory bookmobile costs \$8,000 or more at present price levels. After the initial purchase, the library budget should amortize this investment over a ten year period, but this item further expands the establishment budget.

The new libraries to be opened will also expand the establishment budget requirements. It may not be possible, or feasible, to start all new service outlets the first year, and the board may decide that its goal will be a certain number each year until the entire area is adequately covered. This part of the establishment program must be carefully planned if it is to be budgeted for adequately, and carried out satisfactorily. And another important consideration is the continued operation and improvement of existing libraries which join the system. The budget for other operating expenses must make an adequate allowance for telephone, postage, supplies and travel within

the system to library meetings. At first there would probably be a considerable expense in purchasing typewriters and other types of equipment, and perhaps furniture. It is also a wise step to budget for a regular process of in-service training for library workers, since most will not have had formal library training.

### The Existing Libraries

Every existing library in an area covered by a library system should become a member of the system. However, it must be to their advantage to do so or their boards would not be justified in doing so. Therefore, an important part of the initial planning is the relationship that the existing libraries will have to the system. In some areas where the need for rural development is greatest there is a city which exceeds the 10,000 population limitation placed on federal aid. It would be uneconomic, if not downright foolish, to plan a library system which does not draw upon the strength of such a library. Since this element is a special one, and complicates the picture somewhat, it would require special consideration in each instance, and the relationship cannot be described in general terms. However, it is possible under the terms of the law to arrange for contractual or exchange services between these larger libraries in such a way that they become integral parts of the system except for actual participation in aid funds.

The smaller community libraries (under 10,000) are a simpler matter, fit readily into the aid program, and must be included in all plans for system establishment and development. The service must be planned in such a way that not only will their existing strength add to the strength of the system, but also (and even more importantly) so that the system will operate to improve and enlarge their library services.

The boards of these libraries would retain all of their present responsibilities except for their control over a portion of the library finances. They would still appoint their local librarian or librarians, and have complete responsibility, including financial, for the library building or other housing. Their librarian would still be responsible for the selection of books for the local library. Since the library would be expected to serve the surrounding rural population in addition to the city or village population,

all of the costs of library service except the building maintenance, would be paid for out of the general budget of the system. Through membership in the system, the library would have many times more books available than at present, and would be able to offer audio-visual services and special interest services to both adults and young people which few of these libraries can now offer. As a result of this, and of the addition of a larger population to be served, many of these libraries would need to be open longer hours, and as a result would

require more money to be spent for salaries. In some places this would mean additional people, but ordinarily the fact that the local librarian is relieved of most of the routine and the "chores," it would probably mean only a change in the emphasis on the kinds of work presently being done.

One thing which local people should keep in mind is that the new service will probably cost them just as much as the old did. The benefit of membership in a system is that it provides more and better library service for the same amount of money.

### SAMPLE AGREEMENT CREATING MULTI-COUNTY LIBRARY ORGANIZATION

The following agreement form has been prepared by the Library Division of the State Department of Education for guiding County Attorneys and Boards of County Commissioners in preparing an agreement creating a multi-county library system.

It cannot claim to be an accurate legal document. The responsibility for making it such will rest with Attorneys.

It does, however, contain the kind of provisions required by law, and to the best of our knowledge and belief is a reliable guide for the preparation of such a document.

Here again, it should be pointed out, that many of the provisions of such an agreement are not set out in detail in the law, and are therefore to be negotiated by the parties to the contract. Examples of this are: the number of members of the library board; the designation of custodian of library funds; and the provisions for terminating the agreement.

The principle of reversion of assets acquired with aid funds to the Board of Education in the event of dissolution within five years will be necessary to assure receipt of aid funds.

THIS AGREEMENT, made and executed this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_  
by and between the Boards of County Commissioners of \_\_\_\_\_

#### WITNESSETH THAT

WHEREAS, the Congress of the United States has enacted the Library Services Act, Public Law 597, approved June 19, 1956, "to promote the further extension by the several States, of public library services to rural areas without such services or with inadequate services;" and

WHEREAS, the Legislature of the State of Minnesota has appropriated sufficient monies to the Department of Education to match such federal funds as may be available to Minnesota under the Library Services Act, and further has provided in Chapter 3, Sec. 2, Subd. 10, of the Special Session Laws of 1957 for a grant-in-aid program for the further development of rural public library services; and

WHEREAS, Minnesota Statutes 375.33, Subd. 1, authorizes the board of any county to establish and maintain a public library and to levy an annual tax of not more than two mills on the dollar of all taxable property therefor; and

WHEREAS, Minnesota Statutes 471.59 authorizes two or more governmental units, by agreement jointly or cooperatively, to exercise any power common to the contracting parties;

NOW THEREFORE, we, the county boards of said counties do hereby establish and create a public library system for the free use of all residents of said counties, and do further agree to maintain and govern such library system under the following provisions as specified in the joint exercise of powers statute cited above:

### 1. STATEMENT OF PURPOSE

It is the purpose of this agreement to create, establish and provide for the financial support of public library service for the free use of all residents of the counties party to this agreement.

(Insert: Except the residents of those municipalities already maintaining public libraries which elect to remain apart from such service, namely \_\_\_\_\_.

This inserted provision is needed only in case a city or town library signifies that it will not join the multi-county system.)

This purpose shall be accomplished through a joint library board, to which is delegated the regular powers and duties of any county library board under the law.

Such multi-county library board shall be appointed in the following manner, and hold terms as specified herein:

\_\_\_\_\_ members shall be appointed by the Board of Commissioners of \_\_\_\_\_ County;

\_\_\_\_\_ members shall be appointed by the Board of Commissioners of \_\_\_\_\_ County;

(And so on, including provisions for representation from any city which may be a separate party to the contract. Cities of over 10,000 population should be separate parties to such contracts in order to satisfy rules applying to use of federal funds.)

The terms of office of such library board members shall be staggered in the following manner:

(1/3 for 1 year, 1/3 for 2 years, 1/3 for 3 years, their successors to be appointed by the same Board of Commissioners which appointed them. The agreement should actually specify which members hold which terms, but this sample contract has not included these specifics since the number of library board members may vary from region to region. For example, three counties may wish to have three library board members each, or it may be decided that one larger county may have one more board member than a smaller county. Two principles enter here, (1) the Board should consist of an uneven number of persons, and (2) it should not be so large as to make it difficult to secure a quorum at meetings.)

### 2. FINANCING AND DISBURSEMENT OF FUNDS

The multi-county library system created by this agreement will be financed by public funds in the following manner:

(a) A uniform tax levy of \_\_\_\_\_ mills on the dollar of all taxable property in each of the contracting counties, the amount to be set by joint action each year without renegotiation of the entire contract; and

(b) Such state and/or federal aid funds as may be secured from the State Board of Education.

All monies secured in such manner, and any other monies granted, paid or bequeathed to and for such library service as is created by this agreement, shall be kept in the library fund in the custody of \_\_\_\_\_\* \_\_\_\_\_ and disbursements made therefrom, according to law, only at the direction of the multi-county library board.

(\_\_\_\_\_\*\_\_\_\_\_\* This treasurer can be the custodian of county funds in one of the contracting counties, or can be a specially designated and bonded treasurer of the multi-county library board.)

### 3. TERMINATION OF AGREEMENT

This agreement shall remain in force until rescinded by official action of the parties. Any party or parties to this agreement shall furnish official notice in writing to all other parties of any intention to withdraw from this agreement at least six months prior to the date on which such withdrawal will take effect.

All public library assets owned (at the date this contract goes into effect) by the contracting parties and by any city or village libraries within the library district which may become members of said library system shall remain the property of the county, city or village owning them.

Any and all assets acquired with funds provided for in this contract shall be the property of the entire multi-county system. In the event of the withdrawal of any one party to this contract, the assets of the library system shall become the property



of the residual parties to the contract. In the event of dissolution of the contract, the assets shall be disposed of in the following manner:

- (1) All assets held prior to the effective date of this contract shall revert to the original owners;
- (2) In the event that such dissolution occurs prior to the expiration of five years from the effective date of this contract, all assets acquired through aid funds shall revert to the State Board of Education for use elsewhere;
- (3) In the event that such dissolution occurs after the expiration of five years from the effective date of this contract, all assets acquired through the provisions of this agreement shall be distributed among those public libraries in the area which remain officially in existence after such dissolution.

This contract shall and does become effective on and from the date of its execution.

IN WITNESS WHEREOF,

(Here use the standard legal form listing all parties, and providing spaces for signatures and authentications.)

### *National Library Week*

The first National Library Week to be celebrated in the United States has been set for March 16-22, 1958. The celebration is being sponsored by the National Book Committee in cooperation with the American Library Association. John S. Robling has been appointed as director of the promotion and education program relating to the observance.

The broad purposes of the observance are to encourage the habit of reading, promote and encourage the use of public libraries, call community attention to and promote acceptance of the new standards of public library service, generally encourage the development of more and better library service in the United States.

A broad participation by newspaper publishers, booksellers, school officials, adult education groups, and advertisers as well as libraries is being invited. Each community will be encouraged to have its own Committee on Library Week to promote the local celebration, and the national committee is preparing material to assist the efforts.

A state-wide committee for Minnesota is now in the process of being formed, and plans for the celebration in Minnesota are still very much in the formative stage. Certainly all librarians, trustees and friends of libraries should be thinking now of how their local participation can promote the success of this occasion, and be on the alert to respond promptly to an interest evidenced by their communities in this program.

This preliminary note is published to acquaint those who have not already heard of these plans with the fact that they are being made. A more complete report and additional information will be published in our next issue.

# Laws, Rules and Priorities

The following section pulls into one place the applicable Minnesota Statutes, the new State Aid Law, the Rules Governing the Library Aid Program and the priorities for granting aid which have been adopted by the Board of Education.

## Applicable Minnesota Statutes

375.33 FREE COUNTY LIBRARIES. Subdivision 1. CREATING, FINANCING. The county board of any county may establish and maintain, at a location determined by the board, a public library for the free use of residents of the county, and may levy an annual tax of not more than two mills on the dollar of all taxable property which is not already taxed for the support of any free public library and all taxable property which is situated outside of any city or village in which is situated a free public library. The proceeds of this tax shall be placed in the county library fund.

Subd. 2. ESTABLISHMENT; PETITION, ELECTION. If such county library be not otherwise established, upon petition of not less than 100 freeholders of the county, the county board shall submit the question of the establishment and maintenance of a free public library to the voters at the next county election. If a majority of the votes cast on such question be in the affirmative, the county board shall establish the library and shall levy annually a tax for its support, within the limits fixed by subdivision 1.

Subd. 4. LIBRARY BOARD. If no free public library in the county is available for use as a central library of the county system, the county board shall appoint a library board of five directors. The term of office of these directors is three years, and each director shall hold office until his successor is appointed and qualifies. Of the directors first appointed, two shall hold office for three years, two for two years, and one for one year from the third Saturday of July following their appointment, as specified by the county board; and thereafter the directors shall be appointed for a term of three years. This board of directors shall have the powers and duties of a board of directors of any free public library in a city or village, and shall be governed by the provisions of sections 134.09, 134.11 to 134.15. [1919 c. 445; 1943 c. 94 s. 1; 1947 c. 64 s. 1; 1949 c. 266 s. 1; 1951 c. 217 s. 2] (673)

471.59 JOINT EXERCISE OF POWERS. Subdivision 1. Two or more governmental units, by agreement entered into through action of their governing bodies, may jointly or cooperatively exercise any power common to the contracting parties or any similar powers, including those which are the same except for the territorial limits within which they may be exercised. The term "governmental unit" as used in this section includes every city, village, borough, county, town, school district, and other political subdivision.

Subd. 2. AGREEMENT TO STATE PURPOSE. Such agreement shall state the purpose of the agreement or the power to be exercised and it shall provide for the method by which the purpose sought shall be accomplished or the manner in which the power shall be exercised.

Subd. 3. DISBURSEMENT OF FUNDS. The parties to such agreement may provide for disbursements from public funds to carry out the purposes of the agreement. Funds may be paid to and disbursed by such agency as may be agreed upon, but the method of disbursement shall agree as far as practicable with the method provided by law for the disbursement of funds by the parties to the agreement. Strict accountability of all funds and report of all receipts and disbursements shall be provided for.

Subd. 4. TERMINATION OF AGREEMENT. Such agreement may be continued for a definite term or until rescinded or terminated in accordance with its terms.

Subd. 5. Such agreement shall provide for the disposition of any property acquired as the result of such joint or cooperative exercise of powers, and the return of any surplus moneys in proportion to contributions of the several contracting parties after the purpose of the agreement has been completed.

Subd. 6. RESIDENCE REQUIREMENTS. Residence requirements for holding office in any governmental unit shall not apply to any officer appointed to carry out any such agreement.

Subd. 7. This section does not dispense with procedural requirements of any other act providing for the joint or cooperative exercise of any governmental power.

[1943 c. 557; 1949 c. 448 s. 1, 2, 3]

### The State Aid Law

Chapter 3, Section 2, Subd. 10, Special Session Laws, Minnesota 1957.

Aid to Rural Public Libraries, so much thereof as may be matched with federal funds, but not exceeding \$150,000 in 1958, and \$250,000 in 1959.

10% thereof for administration and for providing direct library service to rural areas including incorporated or unincorporated places with a population of 10,000 or less. The balance for financial assistance to rural public libraries as defined in Subd. 10.

A rural public library is a public library serving 20,000 or more persons or serving less than 20,000 with the approval of the Commissioner of Education, in a rural area and receiving annually from public funds financial support of at least one mill on the assessed valuation of the taxable property in the area served by the library.

Applications for financial assistance shall contain such information as the department requires including descriptions of rural areas served by the applicant and the number and distribution of persons residing therein; the local plan of the applicant for promoting library service in the rural areas it serves and an estimate of the financial assistance to put such plan in effect, and a statement of the ability of local government within the area served by the applicant to finance operations out of public funds raised by local taxes.

Financial assistance shall be granted to an eligible applicant proposing an economical and practical plan for the promotion of library service in the rural area in such amount and subject to such conditions as the department determines after considering the information contained in the application for assistance and the total amount of state and federal funds available for the promotion of rural library service in the state.

In connection with this appropriation the department shall submit to the United States Commissioner of Education a plan for the extension of public library service to rural areas pursuant to the Library Services Act, Public Law No. 597, 84th Congress, 2nd Session (June 19, 1956) and shall adopt rules and regulations for the administration of the plan.

### Rules Governing Library Aid Program

The following principles and factors govern the granting of rural library aid by the Board of Education:

#### Sec. I. Library Services Act Regulations:

1. The aid funds must be used only for public library services.
2. The aid funds may be used only in areas where there is no public library service or which are inadequately served.
3. The aid funds may not be used to benefit services in cities of 10,000 population or more.
4. The aid funds may not be used for the purchase of land or the construction of buildings.
5. The aid funds must be spent under supervision of the Library Division of the Board of Education, the application must specify the purposes for which the aid funds will be used and they must be used for the purposes for which granted.
6. The use of aid funds must be reported to the Library Division of the Board of Education in such a way that it can be determined that the grant was spent for the purposes for which given.
7. If funds are not spent for the purposes for which granted, the Board of Education must withhold grants.
8. Local funds available for public library service in the area must at least equal public library expenditures in the area in 1956.

## Sec. II. Minnesota State Plan Provisions:

1. The area to be served by the library system receiving aid must include rural areas and must include one or more counties.
2. The library system to receive aid must have a legally constituted and appointed library board.
3. The plan of library service proposed for the system must meet minimum standards of personnel, services, book-stock, and equipment.
4. The library system must be under the direction of a fully qualified professional librarian.

## Sec. III. Legal Provisions of Minnesota Law (Ch. 3, Sec. 2, Subd. 10, Special Session 1957).

1. There must be a minimum one-mill tax levy assessed against the entire area to be served by the library system.
2. The application must include a description of rural areas to be served, the number and distribution of the population, an economical and practical plan for the development of public library services, an estimate of the amount of financial assistance necessary to put the plan of service into effect, and a statement of the ability of the area to finance operations out of public funds raised by taxes on the area served.

## Priorities For The Granting of Rural Library Aid

The following priorities are adopted as governing the granting of aid funds:

1. The practicability and economy of the plan, including the potentiality of the area for continuing the operation of service after the aid program ends.
2. The number of persons which the proposed library system will serve, the proportion now unserved, and the proportion now inadequately served.
3. A higher priority will be given library systems which serve more than one county.
4. The economic need of the area to be benefited relative to the need of other areas making applications.
5. The date the application is received in the Department of Education.

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*People And Places*

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Miss Amy Hanscombe, who has been Librarian of the Willmar Public Library for 45 years, retired this summer. Mr. Burton Sundberg, formerly Librarian of the Isanti County Library, has been appointed to succeed her effective September 1. Mrs. D. O. Bodien, assistant librarian, is carrying on at Isanti County.

Miss Ellen Torggrimson, formerly Secretary of the Montana State Library Extension Commission, has been appointed assistant librarian at Rochester.

Mr. Ed Richter, who has been reference librarian in the Sioux Falls Public Library for the past two years, has been appointed reference librarian at the Owatonna Public Library.

A memorial fund has been launched by the Minnesota Chapter of the Special Libraries Association in remembrance of Miss Margaret Hilligan, former librarian at General Mills, who died on July 27 at Bemidji. Those wishing to contribute may contact Janet Vernon, librarian, Minnesota Mining & Manufacturing Co., 2301 Hudson Rd., St. Paul.



# Applying For Grants-in-aid

As soon as Boards of County Commissioners have taken the appropriate action to qualify, negotiations of the contract described above will be begun. At virtually the same time, the local committees in the counties concerned should begin working on their Plan for Library Service which can be recommended to the library board as soon as it is legally established. This service plan is the heart of the application for aid, since it tells what the library plans to use the aid funds for, and is the basis of the amount of aid being requested. This plan, and the budget which will be required to establish it, are the basis on which the application will be judged as "practical and economical" as required by the state aid law.

It is important to repeat here an important point. THE PLAN OF SERVICE IS DESIGNED BY THE WISHES OF LOCAL PEOPLE. It is not pre-fabricated anywhere. The thing to be remembered is that in addition to being practical and economical, it must also fill the basic minimum requirements enumerated on pages 345-347.

The following form should be followed in order to provide the information necessary for the Board of Education to make its decision. The acceptance of the legal provisions is necessary to fulfill federal requirements. The intent of the area to continue operating the library service is part of the practicability and economy of the plan.

## APPLICATION FOR FINANCIAL AID FOR RURAL LIBRARY DEVELOPMENT IN (Insert name or names or county or counties)

The Library Board of the (give name) public library system hereby makes application for financial assistance in the amount of \$—— for the development of rural library services as provided by Chapter 3, Section 2, Subd. 10, Extra Session Laws Minnesota, 1957, and Public Law 597, 84th Congress, 2nd Session.

Paragraph 1. *Legal Establishment.*

(This paragraph should list the action by official governing bodies creating the library system, the date or dates of such action, and refer to official copies of such act and any agreement involved, which should be attached to the application. This paragraph should also include the relationship to the system of any city of 10,000 or more if such exists in the area.)

Paragraph 2. *The Library Board.*

(This paragraph should list the membership of the library board which governs the library system, giving names, addresses, by whom appointed, dates and terms of appointment, and designate the officers of the Board.)

Paragraph 3. *The custodian of the Library Fund.*

(Here give the name of the officer acting as treasurer for the library system.)

Paragraph 4. *The Library Service Area.*

(In this paragraph list the counties, cities and villages to be served by the library system, the population of each, and indicate whether each does or does not already have a public library. Also list the assessed valuation of the entire service area by county totals. List figures for any city of over 10,000 population separately, and do not include in total.)

Paragraph 5. *The Plan for Library Service.*

(Here give a detailed description of the proposed organization, services, personnel, equipment and local outlets of the library system, with estimates of the costs of each.)

Paragraph 6. *The Proposed Budget for Carrying Out the Plan.*

(Estimated cost figures from the Service Plan from paragraph 5 should be totaled under the following categories):

Salaries of Personnel (excluding janitorial)

Books and other Library Materials

Equipment

Maintenance and Rent (including janitorial salaries)

Other Operating Expenses (supplies, travel, telephone, etc.)

Paragraph 7. *Financing the Plan.*

(This paragraph should refer to attached documents certifying the mill levy over the entire area to be served. A minimum levy of one mill over the entire area is required.)

- a. Total amount spent in same area for public library purposes in fiscal 1956 \$\_\_\_\_\_
 

(Library Division will furnish this figure)
- b. Total proposed budget for fiscal \_\_\_\_\_ \$\_\_\_\_\_
 

(From paragraph 6) (year)
- c. Total estimated proceeds of local taxes \$\_\_\_\_\_
 

(Do not include taxes from cities over 10,000)
- d. Total estimated aid required \$\_\_\_\_\_
 

(Line b, minus line c.)

(This is the amount of aid applied for.)

Paragraph 8. *Acceptance of Legal Provisions.* (Copy this paragraph)

In consideration, and upon receipt, of aid funds the applicant library and its library board accept the provisions of law governing the administration of the library aid program.

In order to assure compliance, the applicant library and its library board agree to:

1. Use the aid funds only for the purposes for which granted as specified in paragraph 6.
2. Keep accurate financial records and submit monthly reports of all library expenditures to the Library Division, Department of Education.
3. Work closely with the staff of the Library Division and make any and all information concerning the operation and financing of the library service readily available to the Library Division.

It is understood by the applicant that if funds are not spent for the purposes for which granted the Board of Education must withhold the grants.

Paragraph 9. *Continuation of Service.* (Copy this paragraph)

This application is submitted with the assurance that, to the best of our knowledge and belief, the area will continue to support the public library service described herein; and with the understanding that in the event that such service is discontinued within five years of the date of this document the assets acquired with aid funds shall revert to the Board of Education.

Paragraph 10. *Certification.* (Copy this paragraph)

We, the undersigned, certify that the data given in this application are correct to the best of our knowledge and belief, and we further certify that we will use such funds as are received for the purposes for which granted and within the provisions of applicable law. This agreement to take effect upon receipt of aid funds.

\_\_\_\_\_  
(Date)

Library Board of \_\_\_\_\_ Public Library  
(Signed) \_\_\_\_\_ President

" \_\_\_\_\_ Secretary

" \_\_\_\_\_ Treasurer

(Give official title of officer who will  
serve as legal custodian of the library  
fund.)

# Some Questions And Answers

## on the Library Aid Program in Minnesota

*Question:* What libraries are eligible to receive aid?

*Answer:* Newly established or enlarged county or multi-county libraries, receiving a tax income equal to 1 mill or more on each dollar of assessed valuation.

*Question:* What is a county library?

*Answer:* A public library system, established by the Board of County Commissioners, having a legally appointed library board and receiving support from county taxes. It serves all the people of the county, except in those cities or villages which already support libraries and which have chosen to remain outside the county library system.

*Question:* What is a multi-county library?

*Answer:* A public library system, established by the Boards of County Commissioners of a number of contiguous counties under the Joint Exercise of Powers Statute (MSA Chapter 471.59), and receiving support from taxes on all counties served by the system. Such a library serves all the people of all counties joining together, except in those cities or villages which can remain out of a county library, as above.

*Question:* How are these libraries established?

*Answer:* Both County and Multi-County libraries can be established only by action of a Board or Boards of County Commissioners. Where County Commissioners are reluctant or opposed to the establishment of library service, supporters of the library movement can secure a referendum by obtaining sufficient signatures (100 freeholders) on a petition to the Board. A majority vote makes the establishment and a mill levy mandatory.

*Question:* How are these library systems supported?

*Answer:* During the establishment period (approximately three years) the library system is financed by a combination of local, state and federal funds. The local mill levy at 1 mill is not sufficient to support such systems, so the aid money is made available to help the local area pay the initial costs of buying quantities of books and necessary equipment. In most areas, the full permis-

sive 2 mill levy will be necessary to keep the library system going when the establishment period is over.

*Question:* How are these library systems controlled?

*Answer:* Under Minnesota law the governing body of a public library is a duly constituted and appointed library board. In county library systems this board is created and appointed by the County Commissioners; in a multi-county library system this board is appointed by joint action of all the county boards involved. Library boards, under the law, have full responsibility for and control of the library system under their jurisdiction.

*Question:* Is there any "federal control?"

*Answer:* No. The federal funds spent in Minnesota are under the supervision of the state Board of Education. All libraries using aid funds must abide by the rules governing the federal and state aid programs, which in effect means that county or multi-county libraries receiving aid must spend the money for the purposes they requested it for, and report *how* the money was spent.

*Question:* Who plans the library service?

*Answer:* The plan of library service is made by the librarians with the approval of the library board. The Library Division of the Board of Education has especially qualified personnel to assist local planning. In many places, librarians and library boards request citizen advice and assistance in making the plan of service.

*Question:* Who selects the books and other library materials?

*Answer:* The librarians employed by the library board to operate the library system.

*Question:* How do existing libraries fit into a system?

*Answer:* The system will greatly improve the service of all existing libraries in the area. Therefore, they should all become members of the system. The decision on this rests with the library board and city or village officials in each community which already supports a library. The local community retains control of its assets, such as books and building, and continues to provide the money neces-

sary to maintain the library building or rooms and to cover heat, light and janitor service for its own local library.

*Question:* What if a community wants its library open longer hours than the system provides?

*Answer:* The local government can provide extra money for this purpose.

*Question:* What about service in communities which do not already have libraries?

*Answer:* This depends on size. Communities of over 500 persons should all have libraries open some morning, some afternoon, and some evening hours every week. The new county or multi-county library system would help establish these. Communities with new libraries would have to provide the library quarters and maintenance just like those with existing libraries. The library system would furnish the librarian, books and the rest of the library service.

*Question:* What about the service in smaller communities and rural areas?

*Answer:* The most efficient and economical way to operate this service is with one or more bookmobiles. Bookmobiles are small libraries on wheels which can move from one community or rural area to another, giving excellent library service in many different places in any one day. Bookmobiles are operated on a regular schedule which states the day and time of day it will stop at each place. Good service can be given with a bookmobile visit every two weeks.

*Question:* How much does all this cost the taxpayer?

*Answer:* The minimum tax for a county to qualify is 1 mill on the assessed valuation of the taxable property in the county. Under law, counties may not assess more than two mills for the library.

Any farm family, for example, can figure what their taxes would be. One mill would mean one dollar of tax for each \$1,000 of assessment. Thus, a farm assessed at \$3,000 would pay \$3 per year. At two mills the same farm would pay \$6 per year.

In counties now assessing the full two mills for their libraries, the farm family on a quarter section pays less than the cost of a single good magazine subscription for library service for a full year.

*Question:* Can a single county apply for aid?

*Answer:* Yes, but there are some difficulties. The Minnesota aid law requires that the plan for library service be both practical and economical. In most Minnesota counties it would be much more practical and economical to join in a multi-county system. Therefore, multi-county systems have been given first priority by the State Board of Education. Single counties would thus be given a lower priority, and since the amount of money granted Minnesota for this purpose is limited, there might not be enough to make grants to single counties.

### *Funds Available*

Total funds available for the program under the Library Services Act in Minnesota for the current (1957-58) fiscal year are as follows:

Federal Allotment.....	\$111,448
Matching State Aid Funds.....	95,589



## *Library Activities*

### *Minnesota Library Association 62nd Conference*

Lowry Hotel

St. Paul, Minnesota

September 26, 27, 28, 1957

"NOW IT IS UP TO US"

Condensed Program

THURSDAY, SEPTEMBER 26

- 8:30 A.M. Registration, Exhibits, and Coffee Hour
- 10:30 A.M. FIRST GENERAL SESSION, Erana Stadler presiding  
Greetings: The Honorable Severin A. Mortinson, Commissioner, Department of Libraries, Auditoriums, Museums and Stadia, St. Paul  
Business meeting  
Legislative Report—News from the Library Division
- 12:30 P.M. Children's Section Luncheon—College Section Luncheon—Small Public Libraries Section Luncheon
- 2:00 P.M. SECOND GENERAL SESSION, Marie Knudsen, presiding  
How can we get more people to use the Public Library?  
Panel Moderator: Fred Wezeman  
Participants:  
Lucille Gottry, Librarian, Rochester Public Library  
Mrs. Donald Hammel, Library Board, Owatonna  
Richard Olson, Trustee, Anoka Public Library
- 2:00 P.M. College Section  
James H. Richards, Jr., Chairman, presiding  
Discussion  
Instruction in the use of the Library  
Integrating library services with the academic program
- 8:00 P.M. THIRD GENERAL SESSION, Shirley Brady, presiding  
Science writing and the science manpower shortage  
Roy Gallant, author of "Exploring the Universe"
- 9:30 P.M. Reception  
James J. Hill Reference Library

FRIDAY, SEPTEMBER 27

- 8:30 A.M. Registration
- 10:00 A.M. FOURTH GENERAL SESSION, Mrs. Helen Sweasy, presiding  
Mr. Frank Milligan, President of American Association of Library Trustees
- 12:30 P.M. Reference Luncheon—Trustee Luncheon—County Luncheon
- 2:00 P.M. FIFTH GENERAL SESSION, Helen Rugg, presiding  
The Japanese Way  
Ruth French Strout, Dean of Students, University of Chicago Graduate Library School  
New Equipment and Techniques  
Wesley Simonton, University of Minnesota Library School
- 7:00 P.M. Banquet, David K. Berninghausen, presiding  
Observations in the Far East  
Dr. J. Huntley Dupre, Dean, Macalester College

SATURDAY, SEPTEMBER 28

- 9:00 A.M. SIXTH GENERAL SESSION, Erana Stadler, presiding  
Business meeting
- 10:00 A.M. County Section, Mary C. Baker, presiding  
Rural Library Development  
Julia D. Bennett, Director A.L.A., Washington Office  
Progress Clinic  
Panel discussion